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PROGRAMME PLANNING: COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

FOURTH INTERCOUNTRY PROGRAMME FOR AFRICA

Programme period	Resources	$
1992-1996	Net IPF	141 600 000
	Estimated cost-sharing	27 000 000
	Total	168 600 000

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I. DEVELOPMENT SITUATION, OBJECTIVES AND STRATEGIES

A. Current socio-economic trends

1. In many respects socio-economic trends in Africa during the 1980s have not been favourable. While trends in human development indicators show some improvement over the benchmark figures of the 1960s or 1970s, the overall performance of the African economies has been poor. The growth rate of real gross domestic product (GDP) for sub-Saharan Africa was 1.0 per cent for the period 1980 to 1989. This compares with rates of 4.3 per cent for all developing countries, and 3.0 per cent for developed countries over the same period. Real per capita incomes declined yearly at an average rate of 2.2 per cent for 1980-1989. This weakness is also reflected in sectoral performance. For instance, agriculture grew by an average of 1.8 per cent for the period 1980 to 1988. Furthermore, in 1988 agriculture's contribution to GDP was about one third down from over 40 per cent in 1965. The poor agricultural performance coupled with an annual population growth rate of 3 per cent has meant greatly increased dependence on food imports and widespread hunger. The standard of living of the average African continues to decline in the face of rising inflation and unemployment.

2. As in agriculture, the performance in the manufacturing sector has been poor. The agro-processing subsector has suffered particularly, given its structural linkages with agricultural output. Manufacturing value added increased only minimally during each of the past three years, while the past trend of plant closures and capacity underutilization continued across the continent.

3. Exports declined yearly at 0.7 per cent between 1980 and 1988 compared to annual increases of 6.6 per cent from 1965 to 1980. Sub-Saharan Africa's share of total world exports has fallen from 2.4 per cent in 1970 to 1.7 per cent in 1985. Even more dramatically, its share in non-oil primary exports declined from 7 per cent to under 4 per cent. Its contribution to manufacturing trade remains negligible. With poor economic performance and the collapse of primary commodity prices, the stock of external debt has risen astronomically from $82.7 billion in 1984 to $271.9 billion in 1990. The seriousness of the situation is demonstrated by the increase in the number of African least developed countries (LDCs) from 21 in 1981 to 29 currently, out of the 47 globally.

4. The state of social development is of special significance to regional cooperation for development with major implications for social policy in light of the macroeconomic reform programmes launched since the 1980s, which are likely to continue in many African countries during the fifth cycle period. For Africa as a whole, real GDP per capita, life expectancy at birth, and mortality rate for children under five and daily caloric supply have shown significant improvement in the 1960s and 1970s. Similar progress was made with respect to literacy rate and primary and secondary school enrolment. There were, however, marked disparities in the performance of individual

countries. Moreover, these gains were partly eroded during the socio-economic crises of the 1980s.

5. However, compared with other regions, Africa's social indicators remain low. More than half of the population has no access to public health services. Almost two thirds lack safe water. Tropical diseases afflict a high proportion of the people, with 18 million suffering from sleeping sickness, while malaria kills hundreds of thousands of young children annually. AIDS has devastated many families. And the mortality rates for children under five is still the highest in the world. Despite progress in promoting adult literacy, most of the African countries still have high illiteracy rates.

6. The deterioration of the environment has been caused by recurrent periods of drought, unsound agriculture policies and practices, resource depletion and rapid population growth, among others. This has resulted in soil erosion, deforestation, desertification and reduced agriculture productivity, which have threatened Africa's sustainable socio-economic development.

7. Finally, the socio-economic performance of the region has been adversely affected by the conflicts and civil strife in various parts of the continent. These internal conflicts have not only resulted in large losses of lives, but have also considerably disrupted basic economic processes.

Prospects for the 1990s

8. The context of African development in the 1990s is likely to remain bleak. Prospects for primary commodity exports are not particularly bright and the trend towards regional integration in Europe may raise further barriers to African exports. There is concern that the opening up of the Eastern European economies may mean sharp decreases in capital flows to Africa as these countries compete for funds in the international market.

9. While the general economic picture appears bleak, Africa has continued to demonstrate resilience and dynamism. There is some evidence that a new generation of modern African entrepreneurs has emerged which is capable of transforming the informal sector into vibrant small and medium-scale enterprises.

10. Moreover, African Governments have come under great pressure from their people to democratize the political process. This encouraging trend augurs well for the future as a way of ensuring accountability and transparency in governance. It also highlights the emerging importance of popular participation as a crucial ingredient in the development process.

11. The constraints and challenges confronting Africa in the 1990s underline the urgency of structural transformation and diversification of African economic structures. They also underline the imperative of strengthening management capacities in Africa and of developing a realistic agenda for

development over a long-term perspective, as well as enhanced ability to negotiate a framework of external assistance which does not disrupt long-term planning.

B. Regional development objectives

12. Over the last 10 years, approaches to Africa's development have been articulated through such initiatives as the Lagos Plan of Action, the Final Act of Lagos (1980), Africa's Priority Programme for Economic Recovery 1986-1990 (APPER), and the United Nations Programme of Action for African Economic Recovery and Development 1986-1990 (UNPAAERD). Furthermore, the Khartoum declaration on human resource development, the Abuja declaration on the role of women, the Arusha declaration on popular participation and the Kampala declaration on sustainable development have further highlighted areas of particular urgency.

13. Examining the economic crisis of the 1980s, the African Alternative Framework to Structural Adjustment Programmes for Socio-Economic Recovery and Transformation (AAF-SAP) adopted by African Heads of State and Government and welcomed by the United Nations General Assembly stressed the need to locate short-term adjustment programmes in the context of long-term transformation. The basic theme which emerges from these initiatives and provides the raison d'être for the fourth regional programme is that of self-reliant and self-sustaining development which fully utilizes the human and material potential of the continent.

14. African Governments have come to recognize the importance of enhanced regional cooperation as a means towards these objectives. There is also a consensus on the need to locate short-term policy in the context of long-term strategic management, as well as to release the creative energies of the population.

II. EXTERNAL COOPERATION

A. Role of external cooperation

15. A number of Africa's priority concerns elicited strong donor support during the fourth cycle. Cost-sharing and trust fund contributions for private sector development have been provided by the African Development Bank (AfDB), the International Finance Corporation (IFC), Canada, Denmark, Finland, France, Italy, the Netherlands, Norway, Sweden, Switzerland, the United Kingdom and the United States of America. Human development projects also generated active support. For instance, water and sanitation projects are being supported by Denmark, Finland, and France, and Tse Tse Fly Control projects by Canada and Norway. There is widespread support for the Onchocerciasis Control Programme. In addition to North American and European donors the latter programme was also supported by Japan, Korea, Saudi Arabia and the Fund of the Organization of Petroleum Exporting Countries (OPEC). Effort will be made to ensure that such support continues during the fifth cycle.

B. Aid coordination arrangements

16. The fourth regional programme would seek to play a more active catalytic role in the coordination and mobilization of other donor resources than was the case for the fourth intercountry programme. This is particularly important in view of the shrinking resources for the fifth cycle. UNDP, as a neutral agency, is in a unique position to coordinate donor support for well-defined programmes. In this respect the intercountry programme will assist selected intergovernmental organizations (IGOs) to create the administrative capacity to identify programmes/projects for technical cooperation in specific areas, as well as help to create the requisite capacity to administer, monitor and evaluate technical assistance. Similarly the programme will actively encourage, along with other United Nations agencies, in raising trust funds for activities of common interest.

17. Specific mechanisms have been established to coordinate external assistance for some projects, for example African Project Development Facility, African Management and Training Services and Onchocerciasis Programme. UNDP has participated actively in these arrangements and has chaired some of the committees that have been set up for this purpose.

18. Consultations among donors will continue to take place on a periodic basis at the project and sectoral levels. Attention will also be given to developing linkages with programmes and projects at the national level and those of the United Nations agencies. In addition, linkages will be established with relevant activities supported by UNDP Global and Interregional Programme.

III. THE COUNTRY PROGRAMME

A. Assessment of ongoing intercountry programme

19. The third intercountry programme identified four areas of concentration: (a) research and development for food production; (b) productivity and management for production of goods and services; (c) natural resources (water control of drought and desertification and energy); and (d) infrastructure (transport and communications). It also identified subsectors in health; international trade; and cultural and social dimensions as complementary fields of intervention. In addition, special provisions were made for supporting (a) subregional organizations for economic integration and river/lake basin development organizations; (b) women-in-development (WID) activities; (c) efforts to control drought and desertification; and (d) the United Nations Transport and Communications Decade for Africa (UNTACDA).

20. Project proposals emanated from several sources, particularly the United Nations specialized agencies, intergovernmental organizations, non-governmental organizations (NGOs), national Governments, and internally from UNDP itself. As of 30 November 1990 the programme comprised 450 projects with total indicative planning figure (IPF) resources of $267.114 million

which were distributed as follows: research and development for food production 11.3 per cent, productivity and management for production of goods and services 30.9 per cent, natural resources 10.0 per cent, infrastructure (transport and communications) 19.9 per cent, health 4.0 per cent, international trade 2.4 per cent, cultural and social dimensions 1.5 per cent, regional and subregional organizations for economic integration 13.2 per cent, women-in-development 3.8 per cent and others 3.0 per cent.

21. Evaluation of the programme. The programme was subjected to continuous review. The mid-term review was conducted in 1989 and in 1990 alone there were 24 tripartite reviews, 9 steering committee meetings, and 23 individual project evaluations. In addition, thematic evaluations were conducted for the science and technology component of the programme and the technical cooperation among developing countries (TCDC) regional projects of the African Bureau. A special assessment of the assistance to intergovernmental organizations was also carried out. Finally, an in-depth evaluation of the programme as a whole was undertaken at the end of 1990.

22. While impact measurement has been more difficult at the regional level, because it rests more on the interactive effects of individual project achievements at national levels, there was clear evidence that several achievements had been registered in terms of the project outputs, especially in fostering subregional cooperation. For example, the Preferential Trade Area for Eastern and Southern African States has been able to generate about $0.5 billion in commodity trade through buyer-seller meetings organized with UNDP assistance. Similarly, the institutional capacity of the Eastern and Southern African Management Institute has been strengthened to such an extent that it is now in a position to execute management development projects.

23. The most important achievement of the programme has been in strengthening regional and subregional institutions, several of which recorded substantial improvements in their capacity for planning and management, and also in their manpower development. It also enabled the IGOs to carry out their functions more effectively. However, there is still some concern about sustainability even of these gains, for example, in the retention of trained personnel, or provision of suitable counterpart staff in future.

24. Implications for the fifth cycle programme. A number of important conclusions were reached on the basis of the experience of the fourth cycle intercountry programme some of which carry implications for the fifth cycle and future intercountry programmes. These include the following:

(a) UNDP should involve Governments and IGOs more concretely, and on a longer-term and coordinated basis, in formulating its technical assistance programme;

(b) The programming process, which is usually based on five-year cycles, should now be complemented by a longer-term view of development problems and strategies. This should bring about a new approach to project design and financing;

(c) There now exist a number of African IGOs and institutions with staff of sufficiently high calibre to execute UNDP-funded projects on a subregional basis with special emphasis on TCDC. More IGOs should therefore be given the opportunity to do so, on a selective basis. This should not preclude the use of United Nations specialized agencies, when it becomes necessary to utilize the latter's specific expertise;

(d) Non-governmental organizations play an important role at the grass-roots level, with implications for popular participation in development. UNDP should therefore utilize the services of selected NGOs, as well as those of indigenous African experts more intensively and consistently;

(e) Better linkages should be established between the intercountry projects and national projects;

(f) The number of projects supported by the intercountry programme should be reduced substantially.

B. Proposals for UNDP cooperation

The preparatory process

25. The preparation of the programme began with the mid-term review of the third intercountry programme in the latter half of 1989 followed by the evaluation of UNDP's assistance to the economic integration intergovernmental organizations and the in-depth evaluation of the entire fourth cycle programme.

26. The advisory note for the intercountry programme was prepared in close consultation with the Economic Commission for Africa (ECA) and the United Nations specialized agencies as well as the economic integration intergovernmental organizations, which were requested to submit strategy papers in their respective areas of specialization.

27. The active involvement of the Resident Representatives was also sought to elicit their views and those of the Governments on the priority areas for UNDP assistance and to ensure linkages with country programmes.

28. After extensive review by UNDP headquarters, the advisory note was discussed at an interagency/intergovernmental meeting held in Cote d'Ivoire, in February 1991. The note was then presented in May 1991 to the ECA Ministers of Planning Meeting in Addis Ababa, which endorsed it. Thereafter, the draft intercountry programme was prepared following consultations with the relevant units of UNDP on such issues as women in development, environment, agriculture, private sector and non-governmental organizations. Consultations with the Bureau for Arab States and the European programme took place at various stages in the preparation of the programme. In addition, three subregional consultative meetings with the major economic integration intergovernmental organizations were held in Lusaka for Eastern and Southern Africa, Lagos for West Africa, and Libreville for Central Africa. Furthermore,

an assessment of the capacity of selected intergovernmental organizations was undertaken to determine their ability to execute UNDP-funded projects during the fifth cycle.

29. Subregional cluster meetings were organized in July 1991 focusing on issues of relevance to African long-term development. The meetings discussed the review and follow-up to UNPAAERD, regional economic cooperation and integration, national long-term perspective studies, the environment, science and technology and the impact of HIV/AIDS and maternal mortality on development in the region. The draft intercountry programme incorporates nearly all of these themes.

Strategy for UNDP cooperation

30. The overall objective is to assist African Governments through support for policy dialogue to strengthen the physical and institutional infrastructures for human development and to enhance implementation at the country level of regional mandates.

31. The strategic focus of the assistance will be capacity-building by strengthening national institutions dealing with regional issues as well as subregional and regional IGOs, with a view to enhancing human development in the Africa region. This theme will be pursued throughout the programme.

32. Specific projects which are regional in scope and content are expected to be formulated by the IGOs, NGOs, the United Nations specialized agencies and possibly UNDP itself in line with the areas of concentration indicated in the programme. The main criteria for projects to be considered regional are that they address:

(a) Issues of interest to a group of countries sharing common resources which could be better managed and developed through joint or cooperative efforts (e.g., river basins and water resources);

(b) Issues of interest to groups of countries which face common constraints or share common problems whose solution would require substantial investment of resources; or

(c) Problems for which a lasting solution in one country depends on simultaneous action being taken by other countries (e.g., eradication of migrant pests, and plant and animal diseases).

33. The amount of IPF resources available for the intercountry programme for Africa is $181.6 million, representing a reduction of $44.5 million in resources as compared to the IPF of $226.1 million in the fourth cycle.

34. It is imperative that the regional programme be sharply focused. Accordingly, three priority areas of concentration have been identified. These are: (a) regional cooperation and integration, (b) long-term strategic planning and (c) fostering human development.

35. The three priority areas are consistent with those of the Governing Council's decision 90/34. The Governing Council's concern with technology for development is a critical dimension in the intercountry programme's support for regional cooperation, with its strong emphasis on networking among African science and technology institutions. Environmental and natural resources management are integral to the notion of sustainable development which is the focus of the second area of concentration. Poverty alleviation and grass-roots participation constitute the raison d'être for the focus on such issues as food security/food self-sufficiency as part of regional cooperation and integration efforts.

36. "Fostering human development" encompasses support for human resources development and emphasizes the importance of treating the people as a development resource. Management development is intrinsic to the notion of capacity-building which runs through the three areas of concentration. The intercountry programme addresses specific concerns of women in key areas such as agriculture, energy and credit for the informal sector. In addition efforts will be made to mainstream the involvement of women in all activities by ensuring gender sensitivity in project design and implementation. In particular the intercountry programme will seek the greater participation of women as counterpart staff, beneficiaries of fellowships and as consultants. TCDC is stressed throughout as a major delivery mechanism.

37. To ensure maximum impact, the strategy for the intercountry programme will be to focus on an integrated cluster of complementary and mutually reinforcing activities geared to addressing genuinely regional priorities, as agreed by the Governments at the ECA Conference of Ministers Meeting in May 1991. In addition, a significant reduction in the number of projects will be sought.

Proposed UNDP cooperation in selected areas of concentration

Area of concentration A: regional cooperation and integration

38. The case for regional and subregional economic cooperation and integration has long been recognized. The fragmented and small African markets emanate from the specific political and economic condition in which Africa found itself at independence. Africa has most of the world's mini-States: 9 countries with a population of less than 1 million, and 35 with a population of less than 10 million. Only three sub-Saharan countries (Ethiopia, Nigeria and Zaire) have populations of more than 30 million. Furthermore, as Africa accounts for 29 of the 47 United Nations-designated LDCs, and is heavily dependent on a few primary exports, regional economic integration becomes sine qua non for sustained development. The political decision has now been made to establish the African Economic Community, and the treaty to that effect was signed by the African Heads of State and Government in Abuja, Nigeria in June 1991.

39. Objectives and strategy of the area of concentration A. This area of concentration will have three elements: (a) rationalization and harmonization of IGOs; (b) establishment of the African Economic Community; and (c) assistance to key sectors with intrinsic integrative characteristics.

40. Rationalization and harmonization of IGOs. There are currently more than 200 African organizations involved in regional cooperation competing for the scarce financial, manpower and administrative resources. The various constraints which they suffer impede the coordination and harmonization of national development efforts and the promotion of intra-regional trade.

41. A number of initiatives have been taken in the past in an attempt to rationalize these IGOs without much success. The fourth intercountry programme will support activities such as studies and evaluation exercises, preparation of proposals for rationalization, and backstopping of consultative arrangements between member States.

42. Establishment of the African Economic Community (AEC). Although the treaty for the establishment of the African Economic Community has been signed, there are still several steps on the agenda for operationalizing the treaty. The intercountry programme will assist in strengthening the administrative machinery for the establishment of AEC, and in the design of protocols to operationalize the treaty. It will also support initiatives from member countries when these are geared towards the realization of the Economic Community.

Assistance to key sectors with intrinsic integration characteristics

43. Agriculture/food self-sufficiency and security. The Lagos Plan of Action (1980) and the Africa's Priority Programme for Economic Recovery, 1986-1990 (APPER) both gave high priority to food self-sufficiency and increased agricultural production.

44. The following types of activities have been identified by the intercountry programme as primary areas for which UNDP support would be provided.

45. Improved technology, as well as other relevant inputs, has been repeatedly identified as a major requirement for the continent's agricultural development. This is an area that requires regional and subregional level intervention since the requisite process of technology development or adaptation is usually very costly, and may be beyond the capability and means of individual African countries.

46. The development and dissemination of technologies for increasing crop and livestock yields will be addressed with emphasis on the removal of constraints to crop and animal production. The programme will seek to promote close technical cooperation with national and subregional institutions in bringing about integrated control and development schemes for simple low-cost and non-pollutant control techniques, and providing training and extension services in these schemes.

47. Similarly, pest management is not only a shared common problem that requires substantial investment, but its eventual solution requires simultaneous action by several countries. Among the important activities in this direction are control of migrant pests, control of animal and plant diseases, and biological control of food crop pests.

48. Another action will be to assist African countries to increase their fish production and improve their collective self-reliance in fisheries by strengthening the system of planning, development and management of fisheries.

49. In responding to the continuing food crisis, the programme will assist, at the regional and subregional level, in providing and analysing important data on food reserves, stock management, and food supply and demand movements, and in the evolution of a coordinated policy framework. It will also assist in mobilizing the combined capabilities of existing agricultural research centres towards meeting the crisis.

50. Other actions would include the promotion, adaptation and testing of small-scale agricultural implements and equipment, strengthening collaborative initiatives which seek to reduce post-harvest losses, or to increase food availability, and increased utilization of biotechnology.

51. Trade and finance. Successful economic integration will involve the further development of intra-African trade. While some efforts are currently being undertaken towards this goal, the potential for the expansion of intra-African trade is yet to be fully explored. This was recently re-emphasized at the Conference of African Ministers of Trade which declared the 1990s as the "Trade Development Decade for Africa".

52. The fourth intercountry programme will focus its attention in this subsector on activities that will facilitate the establishment of mechanisms for intra-African trade promotion, including trade and investment information systems; support programmes of trade organizations, clearing houses, and business associations; and assist the evolution of an African commodity strategy.

53. Transport and communications. A key component of an enabling environment is good infrastructure. In sub-Saharan Africa, transport and communications infrastructure and institutions are generally insufficient and are poorly managed or maintained. Yet adequate transport and communications facilities constitute a prerequisite for regional cooperation and integration.

54. The regional programme is already participating in the preparation of the Second Transport and Communications Decade for Africa (UNTACDA-II). It is expected that this support will continue through the fifth cycle, especially in: (a) the promotion of subregional and regional integration by strengthening relevant African organizations to take over the responsibility for the implementation and coordination of the programme in cooperation with participating countries; harmonization of the customs procedures and documentation; establishment of dry ports, cargo and wagon tracker; and

networking of national trade facilitation committees; (b) establishment and management of a transport data bank. The programme will also facilitate improvements in intra-African transport links and support services.

55. Industrial development. Industry is given a major role in the Lagos Plan of Action, UNPAAERD, and the recently signed treaty of the African Economic Community. The Lagos Plan of Action sets both qualitative and quantitative targets for the region, such as a share of at least 1.4 per cent of world industrial production by 1990, and self-sufficiency in the areas of food, building materials, clothing and energy. Furthermore, under the Final Act of Lagos, the industrial sector has been selected as one of the priority sectors for subregional and regional integration during the current decade.

56. Proclamation of the 1980s as the first Industrial Development Decade for Africa (IDDA-I) by the African Heads of State and Government constituted a practical step towards attaining the objectives of the Lagos Plan of Action. Similarly, the 1990s have been proclaimed as the second Decade, IDDA-II, with the overall objective, at regional and subregional levels, of achieving a higher degree of self-sufficiency in the industrial sector, and thus contributing to self-sustaining growth.

57. The programme for IDDA-II emphasizes the promotion of subregional/regional enterprises, institutions and support services that would increase Africa's industrial capacity. The intercountry programme would support the formulation and implementation of a regional and subregional cooperation programme. It will provide further support to IDDA-II by: (a) assisting in cooperative arrangements for the formulation and execution of some of IDDA's core projects in which a number of countries are involved; (b) assisting in the building of networks between national institutions for the provision and exchange of information, technology, services and personnel; and (c) promoting international cooperation with subcontracting exchanges and TCDC opportunities.

58. The programme will also seek to strengthen linkages between agriculture, industry and energy to increase production, employment and income generation (e.g., fabrication and demonstration of food processing equipment). It will, in addition, promote subregional resource-based manufacturing.

59. Considering that small and medium-scale industries can provide opportunities for effective integration and linkages with other industrial and economic subregional activities, and can also produce intermediate materials for further processing or fabrication, the intercountry programme will seek to strengthen the potential of such industries through institution-building, direct training, or pilot projects.

60. Science and technology. Capacity-building in science and technology has often been the subject of declarations of African States, but the declared intentions have not always been matched by appropriate action. National capacities for technology policy analysis, formulation and implementation are lacking. A number of regional technology institutions exist to provide information on available technologies and emerging trends, select, adopt and

diffuse appropriate technologies, set standards, provide extension services, and encourage linkages between public research and development and the production sector. But these institutions are making little impact in the region, and they are beset by a number of problems.

61. The programme will assist the countries in addressing these problems, particularly in: (a) establishing complementarities and linkages between regional and national science and technology activities; (b) promoting technology application and innovation (using existing research results, prototyped agricultural and mechanical implements, etc); (c) disseminating appropriate technologies in post-harvest systems; and (d) strengthening of science and technology networks.

Expected results and impact

62. By the end of the cycle the following results should have been achieved: (a) a significant reduction in the number of intergovernmental organizations, a better harmonization of their activities and, consequently, increased effectiveness in addressing their mandates; (b) considerable progress in the operationalization of the treaty for the Establishment of the African Economic Community; and (c) a higher level of intra-African cooperation in the various key integrative sectors.

Area of concentration B: long-term strategic planning

63. After a decade of adjustment, there is an emerging consensus that sustainable development requires, inter alia, the establishment of long-term socio-economic frameworks to guide the short-term economic policies. In April 1989, the African Ministers of Planning requested UNDP to assist in revitalizing long-term economic and social planning. The "Africa Alternative Framework to Structural Adjustment Programmes" adopted by African Heads of State in April 1989 and the World Bank's report "From Crisis to Sustainable Development" of November 1989 have also drawn attention to the issue of long-term strategies. This concern was confirmed by the high-level meeting on Africa held in Maastricht (The Netherlands) in July 1990, which recommended, inter alia, that African countries prepare national long-term perspective studies. The meeting entrusted UNDP with a leadership role in a joint effort of some international organizations and Governments to assist in this activity.

64. Long-term sustainable development also involves incorporating environmental concerns into development plans. In practice, however, in the few African countries which have environmental action plans, these are unrelated to the overall national plans. Furthermore, many lack the requisite legislative framework to deal with environmental issues. For this reason, environmental initiatives will face difficulties at the implementation stage.

65. A key factor in the poor performance of African countries in the 1980s is weak management capacity. Available high-level and professional skills have often not been effectively utilized. Such skills, which are normally scarce, have tended to migrate as a result of a mix of inhospitable economic,

political and social circumstances. Consequently, the region is in dire need of adequately trained personnel, improved skills, improved research capabilities, and strengthened institutional structures.

66. There have been previous attempts to assist African countries to respond to the challenge of meeting these critical capacity shortages. The fifth cycle programme will endeavour to make a strategic response, drawing upon the lessons that have been learned over the past several decades. The central objective of this strategy will be the creation of self-sustaining capacities.

Objectives and strategy of the area of concentration B

67. The approach of the area of concentration for long-term strategic planning is to assist countries in: (a) strengthening the capability of African Governments in macroeconomic, natural resources and environmental management by focusing on tools for planning; and (b) establishing policy analysis systems, with linkages to internal and external databases, and capability for collection and analysis of planning data.

68. Strategic planning. The protracted nature of the economic crisis in Africa has been accompanied by an increasing marginalization of the planning functions in many countries.

69. The programme's intervention to promote human resources and institutional development for strengthening strategic planning will: (a) seek to facilitate the development of statistical capabilities and the strengthening of regional information systems; (b) assist in coordinating debt-management and debt-reduction policies; and (c) provide support for dialogue, consultation and strategic analysis on regional priority issues and issues of Africa's relations with the rest of the world, in particular international trade and finance issues.

70. The programme will also continue to support activities which strengthen national long-term planning, policy analysis, development management and training capacities. The programme will, moreover, seek to enhance the quality of governance in Africa.

71. Natural resources and the environment. The fourth intercountry programme will promote environmental awareness of Governments and will continue its participation in the Global Environment Conference 1992. It will also support activities in data gathering, planning and environmental management. Support for environmental protection mechanisms will place particular emphasis on the legislative framework and procedures for enforcement.

72. There is also the need to develop capacity for long-term management and protection of soil, water and forest resources, with particular attention to drought and desertification. Regional level intervention is necessary and justified here because some of the major initiatives (such as control of drought and desertification) require simultaneous action by countries, while other initiatives concern resources which are shared by a number of

neighbours. Important activities which are envisaged in the intercountry programme include assistance to countries to undertake forest rehabilitation and development schemes, soil protection and improvement, control of desertification, conservation of water supply, and support to national strategies for water and sanitation.

73. Some of the activities envisaged under the fourth intercountry programme will be funded through the Global Environmental Fund.

Expected results and impact

74. This area of concentration is expected to facilitate the establishment of a strong information base and thus contribute to ensuring a better articulation of the options for sustained development and an enhanced capacity to choose realistic courses of action in Africa.

Area of concentration C: fostering enabling environment for human development

75. Available statistics indicate, on the one hand, that much progress has been recorded in human development in various African countries; but that on the other hand, much more remains to be done, especially with respect to the basic development needs like health, education, shelter, and above all, food and nutrition. Unemployment and underemployment are cited as some of the most serious problems.

76. As a follow-up to the Khartoum Declaration and the ECA framework for Human Resource Development, there is need for innovative action to integrate education, employment and basic health more effectively in the planning process.

Objectives and strategy of area of concentration C

77. The approach of this area of concentration is to assist Governments in translating economic growth into improved well-being of the people by fostering an enabling environment for creating and strengthening human capabilities.

78. Education. Consistent with the call for action contained in the World Declaration on Education for All, the programme will assist in strengthening institutions to serve as subregional resource centres to find and apply innovative and cheaper alternative routes to formal and non-formal education, and in so doing: (a) promote the preparation and publication of textbooks in the region; (b) assist initiatives for curriculum development at all levels; (c) promote research, training and application of distance education technology.

79. One of the neglected areas of education is the development of modalities that translate indigenous traditions and culture into strengths, rather than obstacles, in management capabilities. The intercountry programme, therefore,

will support umbrella initiatives for the integration of culture into the development process.

80. Health. The level of maternal death and disability in African countries today is much lower than that of a decade ago, but it is still too high in human development terms. The causes of this problem and the solutions are now well understood. But the application of the solutions still requires wide dissemination and acceptance at the local level. It is in this context that the intercountry programme will provide support to cooperative activities and programmes to reduce maternal mortality and disability. The priority would be to improve the adequacy, accessibility and acceptability of health services for treatment of obstetric complications. Although the central activity is medical in nature, the programmes will generally require substantial community participation, as well as input from other sectors.

81. The intercountry programme will also provide support to activities for the control and eradication of diseases such as malaria, onchocerciasis and Guinea worm.

82. HIV/AIDS is a worldwide problem, but quite a number of countries in Africa are especially hard hit by the disease. Urgent action is needed to induce behaviour change through public health campaigns. The nature and the extent of the challenge posed to Governments and communities by the HIV/AIDS epidemic is yet to be fully charted. It is already clear that the epidemic has profound implications for every aspect of national development. Thus an inadequate response to the epidemic will have devastating consequences. Yet the invisibility of the disease in the early stages and the associated delay in mapping out the paths the virus has taken within the community has allowed Governments to delay or put off recognition of the need to act to protect their populations. The intercountry programme will provide assistance for plans to assess the immense social and economic costs associated with the disease, and to identify necessary strategies to minimize its adverse impact.

83. Women in development. The United Nations Plan of Action for African Economic Recovery had generated increased interest in women's programmes by its concrete recommendation that "the role of women in development must be taken seriously into account in development planning and in the disbursement of resources, both as contributors to and beneficiaries of development efforts".

84. The fourth cycle attempt to mainstream women in development in programmes will be intensified by integrating gender-sensitive concerns into the priority areas of the programme from the project design stage.

85. In view of the dominant role African women play in food production and distribution, special assistance needs to be provided to address the concerns of women in this area. Women, particularly in the rural areas where about 80 per cent of the African population resides, grow food for daily consumption or to earn some income for the family, also contribute labour to the production of cash crops, take care of farm animals, operate local markets,

and at the same time carry out and supervise domestic chores. Yet, for a variety of reasons, including cultural restrictions, societal traditions and government policies, women generally do not have adequate access to inputs, training, or appropriate technology needed to increase their skills, decrease the drudgery of their chores and improve their efficiency. The programme will therefore address these particular concerns.

86. Recognizing that the introduction of gender-dimension into national planning requires a strong policy environment, the intercountry programme will provide support for policy-reform studies on the adverse impact of various socio-economic measures on women.

87. Employment and poverty alleviation. Country-specific programmes and activities are being pursued by UNDP at the national level to address the twin issues of productive employment and poverty alleviation. Closely related to these are issues of underemployment and inappropriate deployment of trained manpower.

88. The intercountry programme, for its part, will continue to support efforts aimed at addressing the social dimensions of adjustment, and to provide support to social action programmes especially in the direction of job creation. It will also facilitate the establishment of policy advisory mechanisms for poverty alleviation.

89. Non-governmental organizations. With the increased recognition of the role played by NGOs and community-based organizations in the development process, particular attention will be given to strengthening the management capacities of indigenous NGO umbrella groups and the networking of NGOs to serve their constituencies better at the national and community levels.

90. Private sector. During the fourth cycle programme UNDP took a number of initiatives for the development of the private sector. Some of the important initiatives include the promotion of an environment conducive to the growth of the private sector (foreign investment advisory services); support for management training (Africa training management services); assistance for the creation, expansion and development of small and medium-scale enterprises; and facilitation of private sector access to capital (Africa project development fund, venture capital fund).

91. The fourth intercountry programme will continue to promote an enabling environment and support schemes and mechanisms that enhance management structures and processes as well as help to strengthen the administrative and technical infrastructure for private sector development.

92. The programme will assist in the development of regional and subregional financial and stock markets, as well as new financial intermediaries with a view to facilitating the privatization process. Furthermore, the programme will promote the development of refined vehicles and institutions to

strengthen the development of entrepreneurship, for example, guarantee schemes, venture capital funds, small and medium-scale enterprises project development facility, technological incubators and data bank, and private investment decision information systems.

Expected results and impact

93. The programme will promote the participation of Africans at all levels in the design, implementation and execution of intercountry projects drawing on their own environmental, cultural and socio-economic experiences, thereby contributing to self-reliant and self-sustaining growth and development of African economies.

94. This area of concentration is geared towards fostering an enabling environment for individual creativity and the empowerment of the poor. Specifically, it is expected that (a) the institutional and policy framework for private sector development will have been considerably improved; (b) several regional and subregional centres for advancing formal and non-formal education will have been strengthened; (c) African countries will be better able to address the socio-economic implications of HIV/AIDS; (d) policy frameworks and operational measures that allow the more active and effective participation of women, non-governmental and community-based organizations will be in place in many countries of the region.

C. Assistance outside main intercountry programme areas

95. Given the rapidly evolving socio-economic situation in sub-Saharan Africa and the attendant adjustments in technical assistance that may be required, $13.5 million, which is 8 per cent of the fourth intercountry programme for Africa (including estimated cost-sharing) is kept as an unprogrammed reserve to meet emerging needs.

D. Implementation and management arrangements

96. Pursuant to the Governing Council's decision to promote "national execution", the programme will encourage the execution of projects by selected intergovernmental organizations based on the assessment, undertaken in July 1991, of their capacity to do so. It will also encourage greater involvement of non-governmental organizations and United Nations Volunteers. The programme will facilitate networking among national institutions, and seek to designate, where appropriate, certain national institutions and IGOs as regional centres of excellence. Such centres will be encouraged to participate actively in the delivery of specific country and intercountry activities.

97. The United Nations specialized agencies will continue to be involved in the execution of projects as necessary, but in close association and consultation with regional and subregional IGOs. The concept of continuous programming and long-term design of projects (especially for institution-building) will be taken into consideration during the implementation of the programme.

98. The fourth intercountry programme will utilize TCDC as a way of promoting joint efforts in solving problems common to countries with similar conditions and challenges both within Africa and between Africa and other developing regions.

99. The programme is to be managed under the overall responsibility and guidance of the UNDP Regional Bureau for Africa, which will coordinate and monitor the implementation of all its components. Measures are being taken to increase the involvement of Governments in all stages of the programme and project cycles with a view, in particular, to strengthening the sense of programme ownership. The monitoring and supervision being provided by the Resident Representatives will be further enhanced with increased decentralization of operational activities and will be supplemented by the recently established field Regional Programme Officers who reside in the subregions and whose impact is already being felt in the implementation of the current programme. Furthermore, the UNDP Representation to the Organization of African Unity (OAU) and Liaison Office with ECA in Addis Ababa will continue to play an active role in monitoring regional projects. The above measures are expected to strengthen and concretely demonstrate the linkages between national and regional programme activities.

100. Apart from the individual project and thematic reviews, the programme itself will be subjected to strict monitoring and evaluation. In particular, a mid-term review on the implementation of the programme will be conducted and a comprehensive evaluation will be undertaken towards the end of the cycle.

Annex I

FINANCIAL SUMMARY

I. ESTIMATED RESOURCES (IPF + cost-sharing) TAKEN INTO ACCOUNT FOR PROGRAMMING

(Thousands of dollars)

Carry-over from fourth cycle IPF	(40 000)	
Fifth cycle IPF 1992-1996	181 600	
Subtotal IPF		141 600
Project cost-sharing (Government)	-	
Project cost-sharing (Third party)	27 000	
Programme cost-sharing	-	
Subtotal cost-sharing		27 000
TOTAL		168 600

II. ALLOCATION OF RESOURCES (IPF + cost-sharing) BY AREA OF CONCENTRATION

Area of concentration	IPF	Cost-sharing	Total	Percentage of total resources
Regional cooperation and integration	64 440	3 000	67 440	40
Long-term strategic planning	25 720	8 000	33 720	20
Fostering human development	37 952	16 000	53 952	32
Subtotal	128 112	27 000	155 112	92
Unprogrammed reserve	13 488	-	13 488	8
TOTAL	141 600	27 000	168 600	100

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III. COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES USED IN AREAS OF CONCENTRATION

(Thousands of dollars)

A. UNDP-administered funds		
SPR	10 000	
Trust funds:		
African Training and Management Services	5 729	
(Canada) African Project Development Facility	1 102	
UNCDF	-	
UNSO	-	
UNIFEM	-	
UNRFNRE	-	
UNFSTD	-	
Subtotal		16 831
B. Other United Nations resources		
JCGP participating agencies:		
UNFPA	-	
UNICEF	-	
WFP	-	
IFAD	-	
Other United Nations agencies (non-UNDP financed)	-	
Global Environment Facility	33 000	
Subtotal		33 000
Total non-core and other United Nations resources		49 831
C. Non-United Nations resources		-
TOTAL		49 831

Annex II

PROGRAMME MATRIX

Area of concentration	Area of focus a/					
	Poverty eradication and grass-roots participation	Environment and natural resource management	Management development	TCDC	Transfer and adaptation of technology	Women in development
A. REGIONAL COOPERATION AND INTEGRATION						
Rationalization and harmonization of IGOs		*				
Establishment of African Economic Community			*	*		
Sectoral activities						
Agriculture/food self-sufficiency and security	*	*		*		*
Trade and finance			*	*		*
Transport and communications			*			*
Industrial development						*
Science and technology					*	
B. LONG-TERM STRATEGIC PLANNING						
Strategic planning			*			*
Natural resources and the environment	*	*	*			*
C. FOSTERING ENABLING ENVIRONMENT FOR HUMAN DEVELOPMENT						
Education			*		*	
Health	*			*		*
Women-in-development	*	*				*
Employment and poverty alleviation	*		*			*
Non-governmental organizations	*		*			*
Private sector			*			*

a/ Asterisks indicate major linkage only.

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PROGRAMME PLANNING

Country and intercountry programmes and projects

FOURTH INTERCOUNTRY PROGRAMME FOR AFRICA

Note by the Administrator

I. THE PREPARATORY PROCESS

1. The preparation of the intercountry programme began with the mid-term review of the third intercountry programme in the latter half of 1989 followed by the evaluation of UNDP's assistance to the economic integration intergovernmental organizations (IGOs) and the in-depth evaluation of the entire fourth cycle programme.

2. The advisory note for the intercountry programme was prepared in close consultation with the Economic Commission for Africa (ECA) and the economic integration intergovernmental organizations, all of which were requested to submit strategy papers in their respective areas of specialization.

3. The active involvement of the Resident Representatives was also sought to elicit their views and those of the Governments on the priority areas and to ensure proper linkages with country programmes. As part of this process United Nations specialized agencies were also consulted.

4. The advisory note, which took into account the information received from the agencies, IGOs, and the UNDP field offices, was reviewed and cleared by the UNDP Policy Planning Committee and was discussed at an inter-agency/intergovernmental meeting held in February 1991 in Côte d'Ivoire. The note was also reviewed by the UNDP Action Committee and then presented to the ECA Ministers of Planning Meeting in Addis Ababa, in May 1991 which endorsed it.

5. The draft of the fourth intercountry programme has been prepared following consultations with the relevant units of UNDP on such issues as women-in-development, environment, agriculture, private sector, technical cooperation among developing countries (TCDC) and non-governmental organizations. Consultations with the Regional Bureau for Arab States and Europe also took place at various stages in the preparation of the intercountry programme. In addition, three subregional consultative meetings with the major economic integration intergovernmental organizations were held in Lusaka for Eastern and Southern Africa, Lagos for West Africa, and Libreville for Central Africa. Furthermore, an assessment of the capacity of selected intergovernmental organizations was undertaken to determine their ability to execute UNDP-funded projects during the fifth cycle.

6. Subregional cluster meetings were organized in July 1991 focusing on issues of relevance to African long-term development. The meetings discussed the review and follow-up to the United Nations Programme of Action for African Economic Recovery (UNPAAERD), regional economic cooperation and integration, national long-term perspective studies, the environment, science and technology and the impact of HIV/AIDS and maternal mortality on development in the region. The draft intercountry programme incorporates nearly all of these themes.

II. ANALYTICAL COMMENTARY ON THE FOURTH INTERCOUNTRY PROGRAMME

7. The basis of the programme. At its thirty-seventh session in May-June 1990 the Governing Council reaffirmed the exclusive responsibility of the Governments of recipient countries for formulating national development plans, priorities and objectives. It emphasized the need to integrate into these the operational activities of the United Nations system. In the context of regional programmes, objectives and priorities should derive from the common goals and aspirations of the relevant region.

8. Approaches to Africa's development have been articulated, over the last 10 years, through such initiatives as the Lagos Plan of Action, the Final Act of Lagos, Africa's Priority Programme for Economic Recovery (APPER), and UNPAAERD. The Khartoum Declaration on human resource development, the Abuja Declaration on the role of women, the Arusha Declaration on popular participation and the Kampala Declaration on sustainable development have further highlighted areas of particular urgency. Examining the economic crisis of the 1980s, the African Alternative Framework to Structural Adjustment Programmes for Socio-Economic Recovery and Transformation, adopted by African Heads of State and Government and welcomed by the United Nations General Assembly, stressed the need to locate short-term adjustment programmes in the context of long-term transformation. The basic theme which emerges from these initiatives is that of self-reliant and self-sustaining development which fully utilizes the human and material potential of the continent. The fifth intercountry programme is designed to contribute to the successful implementation of the above development strategies of the region. It reflects

specifically the proposals and priority areas contained in the advisory note which was endorsed by the Governments of the region.

9. The objectives of the programme. The overall objective is to assist African Governments through the use of regional policies and mechanisms, to strengthen the physical and institutional infrastructures at the national and regional level, which will facilitate human development, and to strengthen implementation at the country level of regional mandates and policy orientations. The focus will be on capacity-building by strengthening national institutions as well as subregional and regional intergovernmental organizations with a view to enhancing human development.

10. To ensure maximum impact, the strategy for the intercountry programme will be to focus on an integrated cluster of complementary and mutually reinforcing activities geared to addressing genuinely regional priorities as agreed by the Governments at the ECA Conference of Ministers Meeting in May 1991.

11. Areas of concentration. The regional programme under the fifth cycle, will address three areas of concentration. The first is regional cooperation and integration. This area of concentration will have three elements (a) the rationalization, harmonization and strengthening of existing subregional intergovernmental organizations; (b) the establishment of the African Economic Community; and (c) assistance in key sectors with intrinsic integration characteristics. These sectors are: transport and communications, agriculture/food self-sufficiency and security, industrial development, science and technology, and trade and finance.

12. The second area of concentration is long-term strategic planning for socio-economic transformation. The focus will be on strengthening African Governments' capacities in macroeconomic, natural resources and environmental management by developing tools for planning and establishing policy analysis systems with linkages to internal and external databases, and capability for collection and analysis of planning data.

13. The third area of concentration would relate to activities aimed at assisting the Governments of the region in fostering an enabling environment for human development. The approach is to assist Governments in promoting the improved well-being of the people by fostering an enabling environment for releasing their creativity and strengthening their capabilities for further development. This area of concentration will address education, health, women-in-development, employment and poverty alleviation, NGOs and the private sector. In addition assistance will be provided for assessment of the immense social and economic implications of HIV/AIDS.

14. The above three priority areas of concentration are consistent with the Governing Council's decision 90/34. The Governing Council's concern with technology for development is a critical dimension in support for regional cooperation with its strong emphasis on networking among African science and technology institutions. Environmental and natural resources management are

integral to the notion of sustainable development which is the focus of the second area of concentration. Poverty alleviation and grass-roots participation constitute the raison d'être for the focus on such issues as food security/food self-sufficiency within regional cooperation and integration.

15. "Fostering human development" encompasses support for human resources development and emphasizes the importance of treating the people as a development resource. Management development is intrinsic to the notion of capacity-building which runs through the three areas of concentration. The fourth intercountry programme addresses specific concerns of women in key sectors such as agriculture, energy and the informal sector. In addition, efforts will be made to mainstream the involvement of women in all development activities by ensuring gender sensitivity in project design and implementation. In particular, the greater participation of women will be sought as counterpart staff, beneficiaries of fellowship programmes and as consultants. TCDC is stressed throughout as a major delivery mechanism.

III. MANAGEMENT OF THE IMPLEMENTATION OF THE FOURTH INTERCOUNTRY PROGRAMME

Modalities of implementation

16. The main problem in implementation is ensuring the cost-effective attainment of the objectives of capacity-building and long-term sustainability. Sustainability depends not only on the ability of the region's institutions to carry out their activities but also on the impact of these activities on the target groups. The intercountry programme will ensure this sustainability by actively involving the recipients/beneficiaries (governments/IGOs/NGOs) in the identification of needs as well as in the implementation of the programme. The concept of national execution in the context of the intercountry programme will be pursued through encouragement of selected African intergovernmental organizations and institutions, including non-governmental organizations, to implement UNDP-supported activities. This will be done on the basis of an assessment of their capacity to do so.

17. The strengthening of the region's capacity will also be pursued through the active use of African expertise and the services of African institutions in the execution of UNDP-supported activities. Moreover, the intercountry programme will strive to intensify technical cooperation among developing countries (TCDC) and in particular technical cooperation among African countries as a modality of implementation wherever appropriate. Similarly the use of United Nations Volunteers and non-governmental organizations will be encouraged.

18. In addition to the individual project and thematic reviews that will be carried out throughout the cycle, the intercountry programme as a whole will be subjected to strict monitoring and periodic assessments and evaluations.

Mobilization of additional resources and coordination arrangements

19. The need for mobilization of additional resources from other multilateral and bilateral sources will be important particularly in view of the reduced resources available during the fifth cycle. The intercountry programme will act as much as possible as a catalyst for the coordination and mobilization of such resources. Greater use will be made of specific mechanisms that have been established to coordinate external assistance such as those regarding the social dimension of adjustment project and onchocerciasis programme. The intercountry programme will not only support the efforts of intergovernmental organizations in this respect but will also actively participate with United Nations agencies in raising trust funds for activities of common interest.

IV. RECOMMENDATION OF THE ADMINISTRATOR

20. The intercountry programme addresses the most important priority areas agreed upon by the ECA Ministers of Planning in May 1991 as well as those specified by the Governing Council in decision 90/34. The approaches proposed are expected to ensure long-term sustainability and enhanced capacity of the region.

21. The Administrator therefore recommends that the Governing Council approve the fourth intercountry programme for Africa (1992-1996).